

## Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 EURE-00 IO-14 ACDA-19 NIC-01 NSCE-00

SAJ-01 EB-11 FAA-00 CAB-09 DRC-01 INRE-00 SSO-00

USIE-00 CIAE-00 DODE-00 PM-07 INR-10 L-03 NSAE-00

NSC-10 PA-04 RSC-01 PRS-01 SPC-03 SS-20 SAM-01 /142 W

----- 051653

O 151700Z FEB 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 0478

USMISSION BERLIN IMMEDIATE

INFO AMEMBASSY LONDON IMMEDIATE

AMEMBASSY MOSCOW IMMEDIATE

AMEMBASSY PARIS IMMEDIATE

USMISSION NATO BRUSSELS IMMEDIATE

C O N F I D E N T I A L SECTION 01 OF 02 BONN 02593

E.O. 11652: GDS

TAGS: PGOV, ETRN, WB, UR, GW

SUBJECT: LUFTHANSA BCZ ENTRY AND SOVIET SEPT 4 BASC  
PROPOSALS

REF: A) BONN 2373; B) STATE 26556; C) USBER 196

SUMMARY: BECAUSE OF PLANNED TRIP BY STATE SECRETARY  
BAHR TO MOSCOW BEGINNING FEBRUARY 27, FRG REP AT FEB 15  
BONN GROUP MEETING REQUESTED THAT ALLIED INITIAL  
APPROACH TO SOVIETS ON LUFTHANSA BCZ ENTRY BE MADE PRIOR  
TO FEBRUARY 27. ALL ALLIED REPS SAW NO FUNDAMENTAL  
PROBLEMS IN COMPLYING WITH FRG REQUEST AND AGREED TO  
RECOMMEND SCENARIO TO AUTHORITIES UNDER WHICH SOVIET  
BASC PROPOSALS WOULD BE HANDLED BASICALLY IN ACCORDANCE  
REFTELS A AND C OVER THREE DAY PERIOD AT BEGINNING OF  
WEEK FEBRUARY 18, WITH CHAIRMAN ALLIED POLAD APPROACH  
TO SOVIET COUNTERPART PER ANNEX 1 BONN GROUP PAPER  
BEING MADE NEAR WEEK'S END. END SUMMARY.

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1. AT FEBRUARY 15 BONN GROUP MEETING FRG REP LUECKING

REPORTED THAT CHANCELLOR BRANDT IS SENDING STATE SECRETARY BAHR TO MOSCOW ON FEBRUARY 27 TO DISCUSS WITH SOVIETS THE WHOLE RANGE OF THEIR BILATERAL PROBLEMS, AND THAT BAHR WISHES TO RAISE DURING THESE TALKS THE MATTER OF LUFTHANSA FLIGHTS TO THE WSB ON THE ROUTE FRANKFURT-MOSCOW AND BEYOND. LUECKING SAID HE DID NOT WISH TO GIVE THE IMPRESSION THAT BAHR WOULD GO DEEPLY INTO THIS QUESTION BUT THAT, GIVEN THE EARLIER SOVIET INDICATION TO THE FRG THAT MOSCOW DID NOT WANT TO DISCUSS THE MATTER WITH BONN UNTIL AFTER IT HAD BEEN DEALT WITH BY MOSCOW AND THE THREE ALLIES, THE FRG WAS NOW REQUESTING THAT THE THREE ALLIES MAKE AT LEAST THE INITIAL APPROACH TO THE SOVIETS ON THE LUFTHANSA MATTER PRIOR TO FEBRUARY 27. LUECKING SAID THE FRG REALIZES THAT, IN VIEW OF THE OUTSTANDING SEPTEMBER 4 PROPOSALS, THERE IS SOME RISK INVOLVED IN GOING AHEAD, BUT BONN HAS THOUGHT THIS THROUGH VERY CAREFULLY AND WISHES THE ALLIES TO GO AHEAD ON THE LUFTHANSA APPROACH.

2. ENSUING DISCUSSION REVEALED THAT NONE OF THE ALLIED REPS FORESAW ANY FUNDAMENTAL PROBLEM WITH MEETING FRG REQUEST. FRENCH REP (BOISSIEU) NOTED THAT QUICK PRIOR DISPOSAL OF SEPTEMBER 4 BASIC PROPOSALS WOULD IMPROVE ATMOSPHERE FOR LUFTHANSA APPROACH (AND, LEFT UNSAID BUT SURELY A CONSIDERATION FOR HIM, WOULD ALSO REDUCE LIKELIHOOD OF MIXING THE TWO QUESTIONS), AND HE URGED THAT ALLIES GO AHEAD EARLY WEEK OF FEBRUARY 18 WITH TWO-STEP HANDLING OF BASIC MATTER ON LINES AGREED IN BERLIN AND SLIGHTLY MODIFIED IN BONN (REFS A AND C). SUCH HANDLING, HE BELIEVED, WOULD ENABLE ALLIES TO MEET FRG REQUEST AND ALSO SOMEWHAT ENHANCE CHANCES FOR SUCCESS.

3. BONN GROUP THEREUPON AGREED TO FOLLOWING SCENARIO:

I. BASIC PROPOSALS:

A. THE ALLIED CHIEF CONTROLLERS WILL MAKE THE FOLLOWING STATEMENT TO THE SOVIET CHIEF CONTROLLER ASAP (IN ORDER TO HAVE INITIAL MEETING BY MONDAY OR TUESDAY, FEBRUARY 18 OR 19): "THE ALLIES WILL BE GLAD  
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TO HEAR ANY FURTHER EXPLANATION OF THE POINTS MENTIONED IN YOUR STATEMENT OF SEPTEMBER 4, ALTHOUGH WE WILL BE DOING SO WITHOUT PREDJUDICE TO OUR POSITION ON THESE ISSUES."

B. AT THE MEETING TO HEAR ANY FURTHER SOVIET EXPLANATION OF THE SEPTEMBER 4 PROPOSALS, THE ALLIED CHIEF CONTROLLERS WILL ONLY LISTEN TO SOVIET COUNTERPART AND UNDERTAKE MERELY TO REPORT TO THEIR AUTHORITIES. ALLIED CONTROLLERS WILL LIMIT THEIR PARTICIPATION SOLELY TO ASKING STRICTLY TECHNICAL QUESTIONS NECESSARY

TO CLARIFY THE SOVIET PROPOSALS AND WILL  
MAKE NO INDICATIONS OF ANY KIND AS TO THEIR ACCEPTA-  
BILITY OR NONACCEPTABILITY.  
C. IF, AFTER CONSIDERATION OF SOVIET EXPLANATION,  
THERE IS ANY DISAGREEMENT AMONG ALLIED MISSIONS AS TO  
SOVIET INTENT, OR IF SOVIET EXPLANATION MAKES IT CLEAR

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INFO OCT-01 ISO-00 EURE-00 IO-14 ACDA-19 NIC-01 NSCE-00

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 02593

THEIR PROPOSALS GO BEYOND WHAT ALLIES NOW CONSIDER  
THEM TO BE, MISSIONS WOULD ON URGENT BASIS REFER  
MATTER TO BONN FOR CONSIDERATION BY BONN GROUP. IF,  
HOWEVER, SOVIET EXPLANATION IS IN ACCORDANCE WITH  
PRESENT ALLIED PERCEPTION OF SEPTEMBER 4 PROPOSALS,  
CHIEF CONTROLLERS WOULD MEET ON THE SECOND DAY AFTER  
THE INITIAL MEETING FOR DELIVERY OF THE ALLIED  
RESPONSES, AS FOLLOWS:

1. LOCAL FLIGHTS: "WITH REGARD TO YOUR REMARKS ABOUT

LOCAL FLIGHTS IN THE BCZ, OUR AUTHORITIES HAVE CONSIDERED THIS AND ARE SATISFIED THAT EXISTING ARRANGEMENTS AS PROVIDED FOR IN DIAR/P-45/71 SECOND REVISE ARE ADEQUATE TO INSURE THAT LOCAL FLYING OPERATIONS CAN BE CARRIED OUT SAFELY IN THE BCZ."

2. MANSBACH BEACON TIMES: (STATEMENT BY US CHIEF CONTROLLER) "ALTHOUGH NOT REQUIRED TO DO SO BY THE AGREEMENT, I AM PREPARED TO PASS THE TIMES OF ENTRY  
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INTO THE SOUTHERN CORRIDOR TO YOU IF YOU FIND THAT YOU IN TURN ARE ABLE TO DISPENSE WITH THE REQUIREMENTS TO PROVIDE ALTITUDE CHANGES IN THIS CORRIDOR."

3. APPROACH VOR-DME-27L: "WITH REGARD TO YOUR REMARKS ABOUT A LANDING BEARING OF 270 DEGREES ON THE APPROACH YOU INDICATED AT TEMPELHOF AIRPORT, THE WESTERN ALLIES ARE PREPARED TO ALTER THE APPROACH TO VOR-DME-27L TO A BEARING OF 271 DEGREES WITHOUT PREDJUDICE TO OTHER EXISTING PROCEDURES." CHIEF CONTROLLERS WOULD THEN EXPLAIN THE TECHNICAL PROBLEM WHICH PRECLUDES A SHIFT TO 270 DEGREES, WHICH WAS REQUESTED BY THE SOVIETS. IF THE SOVIET CHIEF CONTROLLER REQUESTS CHANGES IN OTHER APPROACHES, THE ALLIED CHIEF CONTROLLERS SHOULD RESPOND: "THE USE OF THE AIRSPACE IN QUESTION IS NECESSARY FOR THE ORDERLY, SAFE OPERATION OF TEMPELHOF AIRPORT. WE ARE ENTITLED TO USE IT UNDER THE PROVISIONS OF OUR AGREEMENT AND WE CANNOT AGREE TO THE SOVIET PROPOSAL." AT THE CONCLUSION OF THIS MEETING THE ALLIED CHIEF CONTROLLERS WOULD THEN MAKE THE APPROACH ON THE BARTCC-SCHOENEFELD LINK, SAYING "AS YOU ARE AWARE, OUR AUTHORITIES ATTACH GREAT IMPORTANCE TO THE ESTABLISHMENT OF A COMMUNICATIONS LINK BETWEEN BARTCC AND SCHOENEFELD ATC, VIA THE BASC, AS AN EMERGENCY AIR SAFETY MEASURE."

II. LUFTHANSA BCZ ENTRY:

BY FEBRUARY 24 CHAIRMAN ALLIED POLAD WILL MAKE APPROACH TO SOVIET COUNTERPART IN ACCORDANCE WITH BONN GROUP SCENARIO PAPER. DATE INSERTED IN PARA 3 ANNEX I (TALKING POINTS FOR ALLIED CHAIRMAN POLAD) HAS NOT YET BEEN DETERMINED BUT WILL BE PROVIDED ASAP. (FYI: WE ARE INCLINED TOWARD 4 OR 5 MARCH AS THIS WILL PROVIDE TIME FOR FEEDBACK FROM BAHR'S RAISING SUBJECT IN MOSCOW. END FYI.)

4. COMMENT: WE HAVE AGREED TO ABOVE PLAN BELIEVING IT WILL FIND READY ACCEPTANCE IN BOTH THE DEPARTMENT AND IN USBER. BOTH FRENCH AND BRITISH REPS WERE VERY CONFIDENT THAT THEIR AUTHORITIES WOULD AGREE TO PLAN SET OUT ABOVE. END COMMENT.

HILLENBRAND

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## Message Attributes

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**To:** STATE BERLIN  
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